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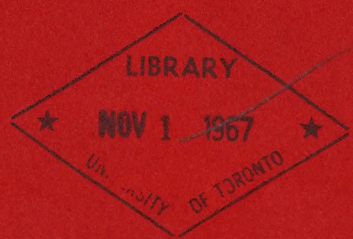
MEETING POVERTY



FACE
À LA
PAUVRETÉ

Indians and Poverty

W. Rudnicki



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INDIANS AND POVERTY

W. Rudnicki

1. The "Big Picture"

The basic objective of the Federal Government in Indian administration is to enable Indians to realize their potential in the economic, social and cultural sectors of their life. Implicit in this objective is the right of the Indian people to share in the benefits and responsibilities of citizenship and to participate on the basis of equality throughout the full spectrum of Canadian life. It is the view of Indian Affairs Branch that, if this objective is to be achieved, a consensus needs to be reached and a basis for cooperation established among various federal organizations and the provinces in a wide range of programs.

Till recently, most provincial administrations believed that the advancement of Indian people was the exclusive concern and responsibility of Indian Affairs Branch. This view is currently being re-examined and has already been revised in several provinces. The need for such a change is evident. It is manifestly unrealistic for one federal Branch to attempt to carry the total financial burden and exclusive moral responsibility for the development of Canadian communities which happen to be Indian. Development often is as much a function of geographic considerations as it is of human factors. To relegate Indian communities on an ethnic basis to an exclusive relationship with one federal Branch is to promote their economic, social and cultural isolation from the mainstream of Canadian life.

Constitutional guarantees and the Indian Act did not envisage or intend to bring about an economic, social and cultural isolation of Indian communities. The Indian Act provides that all laws of general application in a province are applicable to Indians so far as they are not inconsistent with the Indian Act or treaties. The major intent of the Indian Act moreover was to ensure that Indian property rights were protected. Although this protection imposes certain limitations on normal processes of development, nevertheless, considerable scope still exists for provinces and other organizations to promote and participate in programs for the advancement of Indian people. This scope is being gradually enlarged. Consultation currently underway with the Indian people is expected in time to result in revisions to the present Indian Act which will further facilitate development.

There is reason to expect that a considerable impact could be made on Indian poverty if the federal government and the provinces together took full advantage of the scope that exists at present for collaboration in this sector. The current gap represented by Indian Affairs appropriations for various programs and comparable programs for non-Indians in which various levels of government shared costs is a significant one. Contributions for development purposes by many federal agencies hinge on provincial financial participation. Because the involvement of provinces in Indian development programs is minimal at present, it seems a safe assumption that Indians do not have access to many millions of dollars of development funds; funds which Indian Affairs Branch is unable to substitute. Moreover, because Indians do not have access to most sources of credit in this country, an additional and vital development stimulus is denied them. These conditions represent one important aspect of Indian poverty.

An objective measure of Indian poverty is difficult to obtain. The only point of reference is data on such things as credit, housing, relief and income which is available for the general population in Canada. In using this data however, it is necessary to make allowances for the fact that a relatively small ethnic group is being compared to a large mixed population and that the former is primarily rural in character while the latter tends to be urban. If there is any value in such a comparison at all, it is merely to provide a rough indication of the relative position of Indians as a widely dispersed ethnic group in Canada to the general population.

In 1963, it is estimated that the general population in Canada had access to loans and credit for farm improvement, new and existing housing, and for various economic purposes which averaged \$255 per person in a total population of around 19,000,000. An Indian population of around 200,000 people, on the other hand, was able to obtain credit for these same purposes to the extent of slightly over \$1 per person.

In the same year, the total per capita investment in housing for the general population was \$90. This compares with a total per capita investment for Indian housing

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from Indian Affairs Branch appropriations, Band revenues and individual contributions of \$21. In other words, there appears to be a national ratio of around 4 1/2 to 1 in favour of the general population in meeting their housing needs compared to Indians.

The data on general assistance (relief) suggests that dependency among Indians is a more significant factor than it is in the general population. The per capita assistance costs for the general population in 1963, including combined federal, provincial and municipal costs, farm assistance payments and Mothers' Allowances were around \$10. Approved expenditures for the Indian population, which is carried primarily by Indian Affairs Branch, works out to around \$70 per capita.

Average salaries and wages (excluding military pay) for 1964 for a labour force in the general population estimated at around six and a half million was slightly above \$3,500. Comparable figures for Indians in 1964 are not available. However, for the year 1963, approximately 31,300 Indian families are estimated to have received an average income of around \$1,600. This figure excludes general assistance and family allowances, but includes categorical pensions.

Data provided in the preceding paragraphs was obtained from the Canadian Year Book, the Canadian Statistical Review, the National Accounts and Indian Affairs Branch records.

2. Employability of the Individual

(a) Health

The average age of death in 1963 for Indian males was 33.31 years and for Indian females 34.71 years. However, if the deaths occurring in the first twelve months of life are excluded, the average age of death rises in the case of males to over 46 years and to just under 48 years for females. The national average ages at death in 1963 were 60.5 years for males and 64.1 years for females.

Three quarters of all Indian deaths each year are found to be due to five main causes. The five main causes are, first and most important, "colds" and pneumonia, second and nearly equal in importance, accidents; third and much less important, heart trouble and "strokes", fourth, infant diseases, and fifth, stomach and bowel disorders, mostly diarrhea. All the other causes of death, including tuberculosis, taken together hardly ever add up to quite a full quarter of all the deaths of Indians from all causes.

The fact that Indians appear to die most from causes which are preventable suggests that living conditions and health habits are important factors in the picture. It is perhaps reasonable to assume, though difficult to establish statistically, that many Indians who do not die nevertheless are affected for the same reasons by debilitation and disability which in turn reduces their employability.

In addition to medical and nursing services which the Medical Services Branch of National Health and Welfare make available to Indian communities, a community health worker program are introduced in 1962. To date, National Health and Welfare have employed and trained forty-five Indians in this capacity as salaried civil servants. This staff work in the Indian communities under the general direction of National Health and Welfare personnel though they are selected in the first instance in consultation with Indians. Their general task is to enlist the interest and participation of Indians in coming to grips with the health problems of their communities and to improve their capacity to use existing health resources more effectively.

(b) Education and Training

School attendance for Indian children in accordance with the Indian Act is compulsory between the ages of 7 and 16 years. In the fifteen years between 1949 and 1964 the number of children in the 7 to 16 age group increased from 28,429 to 46,780. Even more significantly, children in this age bracket increased from 18.4% to 24.4% in relation to the total Indian population. The implication is that the Indian population is becoming strikingly youthful. This fact is confirmed in the current year's statistics which show that as of January 1965, 48.3% of the Indian population is under fifteen years of age.

Over the years Indian student enrolments have been increasing. By 1949, 23,818 children out of a potential pupil population of 28,429 were in school. In 1964, 46,780 Indian children were in school out of a potential pupil population of 50,050.

During the period from 1949 to 1965, there has been a gradual shift from a heavy emphasis on residential school and Indian day school facilities to the use of provincial schools. For example, in 1949, around 40% of the Indian children were in residential schools, 53.9% in Indian day schools and 5.6% in provincial schools. By 1965, residential schools provided education to only 14% of the Indian children while around 47% were in Indian day schools and 39% in provincial schools.

The trend in Indian highschool and post-school programs suggests that a significant number of Indians in the 17 to 21 age group are not taking advantage of educational opportunities. For example, in 1949 there were 13,770 Indians in the 17 to 21 age range and only 58 of these were in some form of post-school training. In 1965, the 17 to 21 age group numbered 18,813 of whom 1,685 were in post-school programs.

The total highschool population as of January 1965 was 4,761 students. If it was assumed that this highschool group fell within the 17 to 21 age group, then this number plus those in post-school programs represent only 6,446 Indians. In other words, there are around 12,467 young people in the 17 to 21 age group who, for various reasons, are not taking advantage of further education or technical training.

Efforts in vocational training are being stepped up with the employment of 75 vocational and guidance counsellors. The main problem in this area is serious shortages in trained and skilled staff. Special training programs are also being introduced in cooperation with industry and under Program 5 of the Vocational Training Act. These cover a range of occupations, including forestry, carpentry, mechanics, and fishery operations.

Additional measures are indicated, including research, to assist the agencies concerned with education

to meet more effectively the needs of Indian people. Much has been done already in making available necessary educational and training facilities and qualified teachers. Much however remains to be done. Somehow, it is necessary to reach around 35,000 adult Indians of employable age who are considered illiterate. The special problems Indians experience in a cross-cultural educational situation, problems which seem to be related to student motivation and perhaps to teaching methods, need to be better understood.

(c) Rehabilitation

It is estimated that approximately 33% of the Indians who required assistance in 1964 were handicapped or unemployable. Although rehabilitation services are established under a federal act in each province, with few exceptions, Indians have not had access to these services. Only where Indian Affairs Branch has made special arrangements with private rehabilitation agencies in some work being done with Indians.

Prosthetic appliances are purchased by the Medical Services Branch of National Health and Welfare for Indians when such assistance is needed to effect the discharge of patients from hospital. Indian Affairs Branch is billed for the cost of these appliances on the recommendation of doctors in circumstances where such assistance is a factor in employability or rehabilitation in the community.

3. Making Opportunities Effective

(a) The Labour Market

Indian Communities tend to be isolated from areas of industrial growth and, one result is that communications between the Indian labour force and industry tend to be tenuous or non-existent. Unless specific measures are taken, employers are unaware of the Indian labour potential and Indians, in turn, do not know about available employment opportunities.

Many Indians moreover prefer casual or short-term jobs to fit in with seasonal activities such as hunting and trapping. This employment pattern is often at

variance with those employers who are looking for regular workers. Employers' preferences also are often influenced by stereotyped notions that Indians are "lazy" and unreliable, an image which, in turn, tends to rob Indians of self-confidence.

(b) Forecasting and Meeting Needs for Future Skills

Field staff of Indian Affairs Branch are kept informed about developing employment opportunities from several sources including regular National Employment Service and Immigration Branch reports on job vacancies, trade publications and direct liaison with industry. When substantial operations are to be initiated in rural or frontier areas, Branch field staff often provide the employers with detailed information on the Indian labour forces in the area. Assistance is also given industry in recruiting and locating Indian leadership for supervisory positions or sub-contracts.

A major problem in many areas has been to find suitable Indian workers at short notice to take advantage of job opportunities. Employment committees have been developed in some Indian communities. One purpose of these committees is to assist people in identifying the kind of work they want and to establish direct contact with employers so that vacancies can be filled quickly.

An established method of feedback to Indian Affairs Branch from industry on trends in the labour market does not exist at present. The absence of this kind of liaison complicates long range planning for future skills and hinders some of the placement measures now in effect.

(c) Manpower Mobility

Indian mobility seems to be reduced to a great extent by an apparent reluctance on the part of some Indians to leave the reserve and by chronic dependency on financial assistance. This condition often is reinforced by ignorance of the outside world and the absence of any evidence of interest or support from the non-Indian community. Additional complicating factors sometimes are social pressures in the community which respond negatively to anyone wanting to make his own way.

It is also possible that poor physical condition brought on by inadequate diet and inactivity reduce the ability of many Indians to compete in heavier forms of labour.

To plan effectively for relocation and to interest people in jobs elsewhere, Indian people need information concerning existing opportunities and projected developments. The location of National Employment Service Offices however are usually too distant from Indian communities to provide a director service. Indeed, Indian labour usually is so isolated that often they are not included in some national surveys of the Canadian labour force and as a result their needs continue to be disregarded and unknown.

(d) Employment Location

With respect to seasonal employment, Branch officers maintain liaison with potential employers, working where possible through local offices of the National Employment Service. Operations are also conducted in the forest and agricultural sectors of the economy in some regions in cooperation with interested agencies. In some instances where many Indians are involved, project supervisors are hired by the Branch to facilitate recruiting, placement and the management of problems which occur on the job. Assistance with transportation, clothing, tools, tents and other essential items are available to promote employment. During 1964-65, over 8,000 Indians were placed in seasonal jobs through the efforts of the Branch's field staff.

More Indians appear to be taking an interest in regular employment away from their own communities. The Branch's employment specialists are involved in selection and orientation, direct placement, or referrals to various vocational training organizations.

To establish Indians in trades and skilled occupations, the Branch makes provision to share wages with employers under training-on-the-job contracts. Also, to assist Indians to overcome problems stemming from shyness, lack of self-confidence, or practical employment experience, the Branch arranges job orientation for Indians with government and private agencies and pays a training

allowance for this purpose. Limited financial assistance is also provided to cover transportation costs, down payments on houses or land, and for household effects.

During 1964-65, over 550 Indians were established in non-Indian communities through relocation and placement services provided by the Branch. In addition, 1450 Indians who moved on their own initiative were subsequently assisted to find steady jobs.

The greatest gap in the present placement service is in counselling services during the critical period when Indians, after having relocated, are venturing into their first job. Interim arrangements have been made with several community agencies to make counselling staff available on a full or part-time basis but this does not meet the full need.

Another significant problem in relocation is the shortage of accommodation for Indians. The Branch's present financial resources limit the extent to which Indians can be housed in non-Indian communities. This problem will be greatly alleviated after ways are found for Indians to gain access to provincial and national housing benefits which have been established for non-Indians.

On reserves, seasonal unemployment tends to be high. As an alternative to financial assistance, funds are made available for the planning and operation of employment projects intended in most instances to improve public facilities or promote economic development. Examples of the former include roads, community parks and playgrounds, and of the latter, clearing and breaking land, and access to timber stands, campsites and other facilities.

4. Physical and Social Environment

(a) Housing

At present, there are over 6,000 Indian families badly in need of housing. These families are either sharing accommodation with other family units under extremely crowded conditions or are living in improvised and very inadequate shelters.

In addition to the 6,000 families without homes, there are many additional families living in houses that are sub-standard and that do not meet the National Building Code. The extent of this problem is suggested by a survey conducted in 1962 which shows that 60% of Indian families live in houses of three rooms or less compared to a national average of 11%.

New family formations are taking place at the rate of 1,250 or more a year. Funds available for housing at present are insufficient to reduce the existing backlog of critically needed Indian homes or to keep up with new family formations.

There is very little likelihood that Indians will be able to finance their own housing in the immediate future. Such an expectation would be unrealistic. Of all the registered Indians, some 50% of the families have earnings of \$1000 a year or less while 75% of all the families earn less than \$2000 a year.

At present, Indian Affairs Branch operates a Subsidy Housing program. In the period 1962 to 1965, 3,222 houses were built primarily to accommodate indigent families. These houses were structurally sound and appeared to be acceptable to the Indians. In most instances, however, these houses did not meet the space requirements of the National Housing Act. A further deficiency in this program was that funds were not available for either plumbing or wiring.

(b) Public and Community Services

A housing survey conducted in Indian communities in 1962 indicated that 44% of Indian homes were provided with electricity, compared to a national average of 99%. A sewer service or septic tanks were available in only 9% of Indian homes, and running water in 13% of these homes. This compares with a national average of around 92%. Indoor baths are to be found in 7% of the Indian homes, compared with a national average of 84%.

It is clear that Indian communities are deficient in utilities to the extent that minimum standards of health and decency are difficult to maintain.

With its available resources, Indian Affairs Branch has been attempting to meet some of the need for water supply and sewer systems, roads and other utilities. Indian Bands are required, under present arrangements, to take charge and maintain these services after they are provided. However, income levels are so low that, in many instances, Indians find it impossible to pay the utility charges required to keep them operating.

In general, the present program level to provide water systems, sewage disposal systems, roads, bridges and electrical services, falls far short of the needs of Indian communities. Inadequate lighting affects the work of school children and the absence of basic plumbing facilities makes it difficult for Indian children to maintain a standard of cleanliness acceptable in the public schools.

(c) Community Development

Community development is regarded as an important program for bringing about economic and social improvements in Indian communities. To this extent, this program is also seen as a means of bringing to Indians the benefits of various established programs in each province on the same basis as exist for non-Indians.

One of the effects of this recently introduced program is anticipated to be a greater involvement of Indians in identifying their problems and devising solutions for them. One of its end results is expected to be an acceptance by Indian communities of new responsibilities and obligations in the management of their affairs and a greatly reduced dependency on Indian Affairs Branch.

An injection of new staff and skills is being accompanied by a reorganization of the Branch to permit the high degree of coordination that is needed in community development operations and to make it possible for a wide range of existing appropriations to be spent for community development purposes on a decentralized basis. In a program sense, community development is regarded as a total Branch operation.

To complement existing economic, social and educational services in Indian Affairs Branch, a new Cultural Affairs

section has been created. The section recognizes the cultural dimension of Indian needs and is intended to facilitate development in Indian painting, sculpture, music, dancing, etc.

Thirty-three community development officers have been hired and trained to date and are on the job. An additional thirty Indian community development assistants have been employed. On-going recruitment to complete this year's establishment, together with new positions being provided for 1966-67, will raise the total community development staff to around sixty and the community development assistants to around fifty.

The Branch is carrying out an educational program intended to better equip new staff for community development work, to acquaint administrative and specialist staffs with community development philosophy and the new roles expected of them, and to prepare Indians for new responsibilities arising out of community development operations.

Although the community development program has been introduced primarily as a federal endeavour, provision has been made for joint operations with provinces. This alternative has merit because it makes it possible for development work to be undertaken on a geographic rather than on an ethnic basis. This program is expanding rapidly and is expected to be in effect by the end of the year in five provinces and in the N.W.T.

The community development program includes provisions for grants to Band Councils. These grants are designed to bring along Indian communities which have had little or no experience in financial and program management to the point where they might choose to function within some of the existing financing arrangements established for non-Indian communities. Grants cover three general areas:

- (a) the employment by a Band of staff to carry out the functions of a band manager, clerk, welfare administrator, recreation director, etc.,

- (b) to bring about economic, social and cultural improvement in the community.
- (c) to pay the "municipal share" of costs in cost-shared programs with the province.

5. Support Measures

(a) Assistance and Incentives

Federal and provincial collaboration is already well established in several sectors of the welfare field where Indians are concerned. Indians are eligible for such cost-shared categorical programs as Old Age Assistance, Blind Persons' Allowances and Disabled Persons' Allowances. In most provinces, Indians who establish residence off reserves have their assistance needs met through established municipal-provincial sharing arrangements and the federal Unemployment Assistance Program.

Till now, the federal government has been paying the full cost of general assistance in Indian communities with one exception. In one province, thirty-four Indian bands have, for a number of years, been regarded as municipalities under provincial welfare legislation and general assistance costs have been shared on the same basis as in non-Indian municipalities.

In child welfare, there are agreements currently in effect with various Children's Aid Societies and with three provinces. Till now, the federal government has been paying the maintenance and administrative costs of these services. It is estimated that around 50% of the Indian children in Canada still do not have access to child welfare services. Residential schools have bridged this gap to some extent by providing both education and institutional care for around 10,000 Indian children, many of whom would be eligible for child welfare services if these were available to them.

(b) Levels of support

Till recently, Indian Affairs Branch administered its own general assistance policy and procedures on a

national basis. Because the levels of support paid under each province's general assistance policy differed from that administered by Indian Affairs, there were numerous anomalies. These anomalies were particularly glaring in areas where Indians and non-Indians lived close to each other and could compare the levels of assistance available to each.

Last year, a new policy was introduced which was designed to reduce some of the apparent discrepancies between Indian and non-Indian levels of assistance. Though still administered by Indian Affairs Branch, general assistance for Indians has been adjusted to conform to rates and procedures which are in effect for non-Indians in each province. The general guideline used in applying this policy was to adjust Indian Affairs rates upwards where they were below a province's maintenance levels. In two instances, where the Branch's scales were slightly higher, they were left at this level.

(c) Extent of coverage

Indian assistance payments by Indian Affairs Branch represent one of the larger appropriations for Indians amounting to over fourteen million dollars. The major increase in assistance costs over the past year can be attributed to an upward adjustment in Indian assistance scales to bring them in line with provincial levels.

The monthly average population levels of non-Indian persons in receipt of general assistance in the nine provinces with Indian populations varied from 1.8 to 6.0 percent in 1962-63. The national average was 3.5 percent. The comparable levels for Indians by province in the same year varied from 22.3 to 63.7 percent; the national average being 36.0 percent. Thus, the general rate of dependency for Indians is about ten times the national average.

It is evident that the Indian population is proportionately a high cost general assistance group when compared to the non-Indian population in any province. This difference between the two population groups reflects of course the relatively high proportion of the Indian population whose economic situation places them in need of assistance.

An analysis of child welfare services indicates that, on the average, where these services exist, ten times more Indian children are taken into care each year under various provincial protection laws than are non-Indian children. Except on an "ad hoc" basis, and very limited basis, other kinds of welfare services are virtually unavailable to Indians. These include rehabilitation services, day care services for children, protection and preventative services in the fields of family welfare and aging, home care services for elderly persons and others.

The full range of welfare programs that are at present available to non-Indians through provincial and private organizations cannot be duplicated by Indian Affairs Branch. Moreover, the diversity of the arrangements that have been entered into with several provinces and various private agencies over the years to give some Indians access to welfare programs tends to compound anomalies and complicate administration. For the past year therefore, Indian Affairs Branch has been conducting negotiations with provinces with a view to bringing about a general extension of provincial welfare programs to Indians. The aim ultimately is to bring Indians into the same pattern of welfare services and fiscal relationships that exist for other citizens.

At the federal level, a way has been worked out to enable National Health and Welfare to integrate Indian welfare programs into its sharing arrangements with the provinces. Under these arrangements, provinces which sign agreements will receive special financial compensation during the period when they will need and expect protection from high Indian welfare costs. In the long run, the plan permits federal payments for Indian welfare programs to decrease automatically in direct relation to improvement that is achieved in the socio-economic status of Indians. A number of provinces are expected to sign this agreement in the near future and others have expressed interest in exploring the possibilities of this approach.

6. Coordination

In recent years, there has been a trend towards the participation of provincial governments and agencies on a cost-sharing basis in Indian affairs. It is expected that this trend will continue. Coordination of efforts is needed however to ensure the maximum effectiveness of these federal and provincial programs.

Over the years, agreements and more informal arrangements with provinces concerning the extension of various programs to Indians have been on an "ad hoc" basis. For example, measures to promote joint federal and provincial action in natural resources and conservation programs for Indians are administered by committees composed of representatives of both levels of government. Other measures designed to bring the benefits of welfare programs and education to Indians are normally administered by the provincial government or agency concerned once an agreement has been signed. Financial arrangements and administrative arrangements often vary from function to function and province to province.

In 1964, it was agreed at a Federal-Provincial conference on Indian Affairs that Federal-Provincial Coordinating Committees would be established in most provinces to coordinate work in which the two levels of government are collaborating. Such committees now are in operation in seven provinces. A Federal-Provincial Division has also been created in Indian Affairs Branch to provide overall coordination of activities in this sector.

The establishment of eight Regional Advisory Councils has served to bring Indians into the co-ordination process as well. These Councils are consulted by both federal and provincial governments on policies and programs affecting Indians. A National Indian Advisory Board also has been created to work nationally with Indian Affairs Branch and other federal organizations.

It is expected that the newly developed structures for involving federal and provincial administrations as

well as Indians in planning and policy discussions will open additional avenues for the solution of Indian problems. There are indications for example that existing improvised arrangements for involving provinces in various Indian programs will be gradually replaced by master agreements. The effect of these agreements will be to give access to Indians to a much wider range of services and programs than they have received to date and to bring them within the same framework of cost-sharing and administration that has been established to serve non-Indians.

7. The Next Ten Years

Many Indians today are becoming increasingly restless and frustrated about their conditions of life. Some of these Indians are assuming positions of leadership in their communities and the more vocal ones are succeeding in gaining the attention of the public at large. It is this emerging leadership which is demanding today that the frontier dividing the majority of Indian people from the affluent society be removed.

In these circumstances, it is not enough for a government to ensure merely that Indian people are properly sheltered and nurtured. To do so is to subscribe to the outdated philosophy of the almshouse. The economic and social gulf which, over the years, has increasingly separated Indian people from full participation and involvement in Canadian society needs to be bridged by concerted and special effort. This effort must involve not only the Indians themselves but also the full resources of the federal government and the provinces.

The guidelines for joint federal and provincial cooperation in Indian affairs have taken shape gradually over the years. These need to be expressed now in measures fully supported and adequately financed by the federal government and the provinces to have the desired effect. Briefly stated, these are:

- (a) Any functional program which is well established in a province and which is ordinarily available to

all other provincial residents should be extended to Indians. The province would be expected under an agreement to share with the federal government in the costs of providing such a program to Indians on the same general basis that costs are shared for non-Indians. However, because Indians are often a high-cost group in a province, the federal government would agree to share where possible on a basis more favourable to the province until some of the economic and social disadvantages affecting Indians are overcome.

- (b) The extension by provinces of their established programs to Indians would be complemented by stepped-up federal measures to bridge the socio-economic gap between Indians and other people in the sectors of special need. In the next ten years therefore, Indian Affairs Branch directly and in cooperation with other federal departments would endeavour to greatly expand programs in such important fields as housing, community planning, industrial and resource development, vocational and special training and research. Obstacles to development moreover which exist in present legislation and policies would be removed.
- (c) A combined training and grants program will be expanded to enable Indian communities to develop their own local administrations and to assume greater responsibility and authority for the management of their affairs. This is expected to bring many Indian communities closer to municipal-type status and to create a basis for a closer relationship to nearby municipalities and provincial governments.
- (d) Research is underway at present in such sectors as Indians and the Law, School drop-out, Indian Boarding Schools and Hostels, Leadership Training and in many other important areas. Under the aegis of a new Planning Directorate in Indian Affairs Branch, these and other studies are expected to provide a national basis for future policy and program development.

During the next ten years therefore, the role of Indian Affairs of necessity will be an increasingly active one. It will need to equip itself to facilitate the

extension of normal provincial services to Indians, it will have to increase its efforts to enable Indian communities to establish financial and administrative relationships with provincial organizations, and it will have to expand significantly certain special programs in the economic, social and cultural sectors. In the long run, it is expected that Indian Affairs Branch or some other federal agency will be left with residual functions arising from treaty obligations and special legislation. In all other sectors, the expectation would be that Indian communities would exercise the responsibilities and receive the benefits of other communities in this country.

(Note: This paper was prepared by the Indian Affairs Branch of the Department of Citizenship and Immigration for the Federal-Provincial Conference on Poverty, Ottawa, December 1965. The author is now on the staff of the Special Planning Secretariat)

